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ABSTRACT

This is a report of the May 6 and 7, 1970 meeting of the Joint Committee of the U.S. Department of Agriculture and the National Association of State Universities and Land Grant Colleges on Education for Government Service. The report presents: (1) the members of the Committee, (2) the roster of attendance, (3) the remarks of the undersecretary of Agriculture J. Phil Campbell, and (4) summaries of the reports and panel discussions and the recommendations resulting from these. The reports and panels dealt with the following topics: (1) strengthening state and local institutions through a more effective federal relationship in agriculture and personnel; (2) new frontiers for Negro land grant colleges through the development of institutional resources, including attracting more minority group members to agriculture and related disciplines; (3) present and future programs in environmental quality control and ecology training and employment needs; (4) the management of human resources; and (5) new areas of expertise needed in the field of technical assistance for developing countries. (AF)

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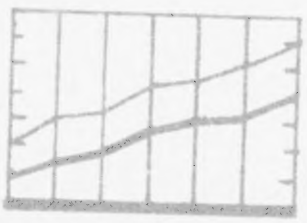

Dr Edington

# Report

# USDA - NASULGC

# Joint Committee on EDUCATION for GOVERNMENT SERVICE

## Spring 1970

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# REPORT

of the

MAY 6 - 7, 1970 MEETING

of the

JOINT COMMITTEE OF THE U.S. DEPARTMENT OF AGRICULTURE

and the

NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

on

EDUCATION FOR GOVERNMENT SERVICE

Held at: U.S. Department of Agriculture
Washington, D. C. 20250

# FOREWORD

The Joint Committee on Education for Government Service of the U.S. Department of Agriculture and the National Association of State Universities and Land-Grant Colleges now enters the promising Decade of the Seventies.

The formal agenda of the first meeting of the Joint Committee in the Seventies was concerned with new intergovernmental relationships, the problems of minority group education and employment, and the challenges of environmental quality control and ecology. Informal discussions centered on campus unrest and student dissent.

In each challenge lay a promise for more knowledge and better understanding. We believe that in the work of this Joint Committee during the years ahead, we can contribute to broader cooperation between land-grant institutions and the U.S. Department of Agriculture on the vital issues of the 1970's.

This report of the May 6 and 7, 1970, meeting of the Joint Committee summarizes the topics discussed and the recommendations for action approved by the Committee. We hope you will give this report your thoughtful consideration.

We wish to thank the representatives of the land-grant institutions, the Department of Agriculture, and others for their cooperation and support which contributed to the success of this meeting.

Eldon L. Johnson

Eldon L. Johnson, Vice President
University of Illinois
Co-Chairman of the Joint Committee

Carl B Barnes

Carl B. Barnes, Director of Personnel
U.S. Department of Agriculture
Co-Chairman of the Joint Committee

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**UNITED STATES DEPARTMENT OF AGRICULTURE**
**OFFICE OF THE SECRETARY**
WASHINGTON, D. C. 20250

February 18, 1969

SECRETARY'S MEMORANDUM NO. 1412, REVISED

Joint Committee of the Department of Agriculture and the National Association of State Universities and Land-Grant Colleges on Education for Government Service

The Joint Committee of the U.S. Department of Agriculture and the National Association of State Universities and Land-Grant Colleges on Education for Government Service was established in 1936. The major purpose of the Committee is to develop and encourage cooperation between the Department of Agriculture and State Universities and Land-Grant Colleges in the area of education for the public service.

The Joint Committee serves as a liaison providing for effective communications between educators who train students for Government service and administrators of the agencies employing the graduates. The objective is to help the educators anticipate the needs for employees with different kinds of training and to keep the employers informed of curricula changes and prospective supplies of trained students. To achieve this objective the Joint Committee makes necessary studies and surveys and keeps in touch with new developments in the educational curricula; considers matters relating to the educational background, training, and courses of study needed by college students to qualify for employment with the U.S. Department of Agriculture; and keeps informed about employment trends, employment opportunities: occupational needs, shortage categories and existing or proposed legislation of interest to the Committee.

Agency officials, prior to meetings of the Joint Committee, will be requested to express their views on manpower needs, recruiting, training, and related matters which should be brought to the attention of the Committee.

The Committee is comprised of two sections:

Members of the College Section of the Joint Committee are designated by the Executive Committee of the National Association of State Universities and Land-Grant Colleges. Those members are:

Eldon L. Johnson, Vice-President, University of Illinois, Co-Chairman
C. A. Arents, Dean, College of Engineering, West Virginia University
* Ferrel Heady, President, University of New Mexico

*H. M. Briggs, President, South Dakota State University
*Edward W. Glazener, Director of Resident Instruction, North Carolina State University
Keith N. McFarland, Director of Resident Instruction and Assistant Dean, Institute of Agriculture, University of Minnesota
Richard D. Morrison, President, Alabama Agricultural and Mechanical College

Members of the Department of Agriculture Section of the Committee are designated by the Secretary of Agriculture. Those members are:

Carl B. Barnes, Director of Personnel, Co-Chairman
E. R. Draheim, Chief, Employee Development, Safety and Welfare Division, Office of Personnel
*Alfred L. Edwards, Deputy Assistant Secretary for Rural Development and Conservation
F. J. Mulhern, Deputy Administrator, Agricultural Research Service
*N. P. Ralston, Deputy Director, Science and Education
T. S. Ronningen, Assistant Administrator, Cooperative State Research Service
Harry C. Trelogan, Administrator, Statistical Reporting Service

SUPERSEDED MEMORANDA

This memorandum supersedes all previous Secretary's Memoranda No. 1412 and their revisions.

Clifford M. Hardin

*New Committee Member

Secretary of Agriculture

MINUTES OF THE MAY 6-7, 1970 MEETING
OF THE
JOINT COMMITTEE ON EDUCATION FOR GOVERNMENT SERVICE

**********

The Senate Joint Committee of the National Association of State Universities and Land-Grant Colleges and the U.S. Department of Agriculture on Education for Government Service met Wednesday and Thursday, May 6-7, 1970 in Room 218-A, U.S. Department of Agriculture, Washington, D.C.

**********

ROSTER OF ATTENDANCE

College Members of the Committee:

Eldon L. Johnson, Vice President, University of Illinois, Co-Chairman

C. A. Arents, Dean, College of Engineering, West Virginia University

H. M. Briggs, President, South Dakota State University

Edward W. Glazener, Director of Resident Instruction, North Carolina State University

*Farrell Heady, President, University of New Mexico

*Keith N. McFarland, Director of Resident Instruction and Assistant Dean, Institute of Agriculture, University of Minnesota

Richard D. Morrison, President, Alabama Agricultural and Mechanical College

USDA Members of the Committee:

Carl B. Barnes, Director of Personnel, Co-Chairman

E. R. Draheim, Chief, Employee Development, Safety and Welfare Division, Office of Personnel

Alfred L. Edwards, Deputy Assistant Secretary for Rural Development

F. J. Mulhern, Deputy Administrator, Agricultural Research Service

N. P. Ralston, Associate Director, Science and Education

*T. S. Ronningen, Assistant Administrator, Cooperative State Research Service

Harry C. Trelogan, Administrator, Statistical Reporting Service

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*Absent

Resource People

Tony M. Baldauf, Deputy Director, Office of Plant and Operations, USDA

Norman A. Berg, Associate Administrator, Soil Conservation Service, USDA

Glavis B. Edwards, Director, Personnel Division, Agricultural Research Service, USDA

Dwight A. Ink, Assistant Director, Office of Management and Budget

John R. McGuire, Deputy Chief, Forest Service, USDA

J. Kenneth Mulligan, Director, Bureau of Training, U.S. Civil Service Commission

Sylvester Pranger, Assistant Administrator, Farmers Home Administration, USDA

Edward W. Schultz, Deputy Chief, Forest Service, USDA

Quentin M. West, Administrator, Foreign Economic Development Service, USDA

Executive Secretary to the Joint Committee

John W. Kizler, Office of Personnel, USDA

Assistants to the Executive Secretary to the Joint Committee

Diane Cunningham, Office of Personnel, USDA

Mary Ellen Ferguson, Office of Personnel, USDA

Mary Hackney, Office of Personnel, USDA

Linda L. Sherman, Office of Personnel, USDA

Others from USDA in Attendance

Martin A. Abrahamsen, Farmer Cooperative Service

Elvin A. Adamson, Office of the Secretary

Bernard Akin, Forest Service

James V. Alden, Rural Electrification Administration

Loralee E. Baker, Farmers Home Administration

John A. Barry, Agricultural Research Service

Mona F. Beard, Soil Conservation Service

John D. Becker, Agricultural Research Service

John W. Bolish, Agricultural Stabilization and Conservation Service

B. T. Boyle, Rural Electrification Administration

Clarence A. Brewer, Consumer and Marketing Service

John C. Cooper, Jr., Office of Management Services

John T. Coyne, Packers and Stockyards Administration

Mamie G. Crafford, Agricultural Research Service

Stanley J. Dorick, Office of Management Services

Donald D. Downing, Farmers Home Administration

Nathan K. Drown, Office of Personnel

Robert Dunkel, Office of the Secretary

Talcott W. Edminster, Agricultural Research Service

James W. Entwistle, Office of Personnel

Samuel Fine, Forest Service

Leonard L. Greene, Food and Nutrition Service

V. Samuel Gunther, Office of Plant and Operations

Bert S. Hall, Food and Nutrition Service

Stephen J. Hiemstra, Economic Research Service

Thomas P. Howard, Agricultural Research Service

Carl A. Linstrom, Soil Conservation Service

Talmadge W. Little, Agricultural Research Service

Harold W. Lloyd, Farmers Home Administration

Russell A. Lock, Extension Service

Walter R. Maher, Office of Management Services

Francis R. Mangham, Agricultural Research Service

Francis X. McCarthy, Food and Nutrition Service

Kenneth F. McDaniel, Foreign Agricultural Service

Deloris Midgette, Agricultural Research Service

Kenneth F. Novak, Soil Conservation Service

Dora E. Oliver, Office of Personnel

Patricia I. Payler, Food and Nutrition Service

Joseph L. Phillips, Foreign Agricultural Service

Victor B. Phillips, Agricultural Stabilization and Conservation Service

Gerald C. Puppe, Federal Crop Insurance Corporation

Max P. Reid, Office of Personnel

Sara M. Richardson, Agricultural Research Service

Edward J. Seidel, Office of Plant and Operations

William E. Sherriff, Food and Nutrition Service

Jerome B. Siebert, Office of the Secretary

Cameron C. Smith, Office of Personnel

Herbert R. Smith, Food and Nutrition Service

Robert C. Snow, Rural Electrification Administration

Reginald E. Strother, Food and Nutrition Service

Robert E. Sullivan, Office of the Inspector General

Eric Thor, Farmer Cooperative Service

Verlon K. Vrana, Soil Conservation Service

Wayne L. Wang, Agricultural Stabilization and Conservation Service

R. Dale Webber, Soil Conservation Service

James M. Westby, Farmers Home Administration

Henry H. Young, Forest Service

Others from Outside USDA in Attendance

Barbara E. Phinney, U.S. Civil Service Commission

Annettee Pryce, U.S. Civil Service Commission

Many Visitors Attended Joint Committee Sessions

## INTRODUCTORY REMARKS

Carl B. Barnes, Co-Chairman, presiding, opened the meeting on Wednesday, May 6, 1970. He welcomed members and guests of the Joint Committee and introduced Under Secretary of Agriculture J. Phil Campbell.

## I. REMARKS OF UNDER SECRETARY OF AGRICULTURE J. PHIL CAMPBELL

I appreciate very much this opportunity to become better acquainted with the work of this Joint Committee on Education for Government Service of the U.S. Department of Agriculture and the National Association of State Universities and Land-Grant Colleges. Of course, planning for the better training and utilization of our young people in government service is vital, we think, to the welfare and progress of our entire Nation. And placed in the context of currently changing Federal-State-Local relations, this activity becomes very important as far as the new Administration is concerned and to the present Secretary.

In going over the various Advisory Committees to the Secretary recently, and there are quite a number of them, there was more interest by the Secretary's top staff in this particular committee than in any other. The work of this committee, in my opinion, has quite a bearing on the future development of this Department and on the curricula in the various Colleges of Agriculture throughout the United States.

In the past, this intergovernmental relationship that I alluded to just a moment ago-- changing Federal-State-Local relations --has been characterized, with few exceptions, by a massive leadership role exercised by the Federal Government out of Washington. It was popular among some groups to think that the States were incapable of solving social and economic problems-- or even of contributing to their solution. Well, we do not have that opinion here now. We feel as though most of these problems, if you want to call them problems or opportunities, can be solved better by a greater activity at the seats of government outside Washington. And we appreciate the work of this committee in this new context-- in this new theme.

The great expansion of Federal Government power of the last three decades slowly is being reversed. We can no longer think of the United States as being a "national reservation" in which the Federal Government operates without the cooperation of State and local authorities. Many of the subjects which this Joint Committee has considered, and is considering, such as commodity regulation and inspection, environmental pollution, farm research and demonstration, and the rural-urban balance, though matters of national concern, require the input of the State and local authorities. Without it, we certainly will never get the solutions.

It should be stressed that in developing State and local government capabilities, the Federal Government is not abdicating its responsibility.

Under Secretary Campbell Addresses the Joint Committee

What is sought is a new approach to government in which the States, local jurisdictions, and the Federal Government can work jointly and cooperatively in as many fields as possible to solve pressing problems of the Seventies. In a few words, we seek a new balance in government power and this is the theme of this Administration-- "New Federalism."

I mentioned earlier that there were exceptions to the characterization of massive Federal leadership in the past. Happily this occurred frequently, with exceptions, in the field of agriculture. The Department of Agriculture, among all Federal departments and agencies, has long been an active leader in developing cooperative relationships with State and local jurisdictions.

The success of the Department of Agriculture in leading the way toward a more meaningful intergovernmental relationship may be attributable to the fact that most Department of Agriculture programs involve human problems. This means going where the people are-- and that means in the States, counties, cities and towns.

I am sure you are all aware of past efforts of the Department of Agricul-

ture in the history of the cooperative State-Federal relationships in:

- research activities through the Forest Service, the Agricultural Research Service, the Cooperative State Research Service ...
- extension work in which, incidentally, the cooperative nature of this effort was reinforced recently by dropping the word "Federal" from the title of the Extension Service ...
- farm financing and management activities by the Farm Credit Administration and the Farmers Home Administration ...
- rural life improvements through the Rural Electrification Administration, the Farmer Cooperative Service and the Farmers Home Administration.

Many of these programs and activities are being examined for areas of further cooperation with the States.

The record of cooperation in commodity quality activities and inspection services of the Department and the States is equally impressive. Agreements have been reached with all 50 States in which we have "partners in protection" for consumers. These agreements include not only protection services, but also involve the training and utilization of manpower to implement programs. Many States, I know, have needed assistance in the training of manpower and, of course, you could certainly help some of the State departments by giving assistance in this area. And I am certain that many of you have given assistance in the training of manpower.

These are examples, especially within the field of agriculture, of this commitment to a "New Federalism." Today marks the anniversary of Secretary Hardin's announcement of the Federal Assistance Review. In this announcement, Secretary Hardin called for "undertaking a review of existing field establishments and delegations of authority and a follow-on action program toward greater and more consistent decentralization of all federal programs."

Considerable progress has been made in the one year since the initiation of this review. The Department of Agriculture has made an intensive interagency effort to:

- create a new sense of partnership among the various levels of government, with greater dependence on State and local government.
- decentralize the Federal agencies to stimulate greater interagency coordination in the field and greater collaboration between Federal agencies and State and local governments.

The "Criteria for Further Decentralization of Regulatory, Inspection, and Grading Programs," announced by Secretary Hardin on April 6 this year resulted from cooperative studies by the States and Federal Government. On April 13, 1970, Secretary Hardin established a U.S. Department of Agriculture - National Association of State Departments of Agriculture Task Force to implement this policy.

I mentioned the importance of this emerging Federal-State-Local relationship to this Joint Committee. The increased role of State and local governments, the Federal Government's efforts to strengthen State and local institutions, and the "New Federalism" will only be truly effective if manpower resources are available.

State and local government employees have increased from 4.7 million in 1955 to about 9.5 million in 1969. More than double. During this same period of time, Federal Government employment has increased from 2.4 million to 2.9 million which is only a very slight increase as compared to the doubling at the local levels. By 1975, the number of State and local government employees will increase to 11.4 million. These numbers are impressive. Equally important is the quality of personnel needed to assume these positions in an emerging "New Federalism." And I might say that for this Department, the employment has dropped in the last three years from around 85,000 to between 81-82,000. Although the total has gone up since 1955, in the last few years there has been a cutback.

In view of this changing balance of government power and new institutional needs, it seems that this Joint Committee has a responsibility to identify education and training needs to equip students to cope with intergovernmental programs of the Seventies. This is the challenge which both we in government and you in the colleges and universities must accept to ensure progress for agriculture in our Nation. And we in USDA need this committee. We need you as members from the States and we appreciate the contribution you will make.

II. STRENGTHENING STATE AND LOCAL INSTITUTIONS THROUGH A MORE EFFECTIVE FEDERAL RELATIONSHIP - in Agriculture and Personnel

Panel: Dwight A. Ink, Assistant Director, Office of Management and Budget

and

Tony M. Baldauf, Deputy Director, Office of Plant and Operations, U.S. Department of Agriculture

and

J. Kenneth Mulligan, Director, Bureau of Training, U.S. Civil Service Commission

L. to r., Ink, Baldauf, and Mulligan

Dwight A. Ink - This Administration has put the greatest emphasis, during the first year or two, in trying to remove some of the obstacles to better intergovernmental working arrangements and to remove some of the problems which are imposed at the Federal level that are handicapping State and local governments.

About a year ago, the President undertook a major interagency effort to streamline the administration of grants by a number of departments and agencies. The Department of Agriculture is a partner in this undertaking and it is interesting to note that in some areas we are going back and

rediscovering things which were discovered in our agricultural programs back in the Thirties. Some of the agricultural programs of that era were characterized by a high degree of decentralization, a very close working relationship and really were basically very sound at the State and local levels.

But as programs developed directed toward urban problems, the lessons learned were forgotten and a piecemeal, very fragmented, highly tortuous, for the most part, grant-in-aid system emerged. These programs were designed to help State and local governments meet their needs. Some of these programs have been very helpful; all of them have been helpful in some respects; but we have in the process built up an administrative monstrosity which is taking a disproportionate amount of time, energy and dollars to administer.

There is a tremendous amount of geographic confusion within Federal programs, particularly in the social area. One group of State officials asked if there were a grant program which would subsidize the State in its efforts to coordinate the Federal Government. We have not reached that point yet, although I suspect we were headed in that direction.

By September, regional boundaries and regional headquarters will have been created throughout the Nation for the Office of Economic Opportunity, the Small Business Administration, and the Departments of Housing and Urban Development; Labor; and Health, Education and Welfare. The natural resources departments and agencies will not be included in that geographic rearrangement because there are many things in the natural resource area which call for a different type of geographical arrangement. In addition, it would be unwise to set up "sub-capitals" around the country.

This new geographical consolidation in the social area should make it easier to draw upon these resources. Through this consolidation, there will be one place that State and local officials can go to deal with Federal people involved in most of those kinds of programs, though not all of them. Regional Councils in each of these regions will have a person in each of those departments and agencies to deal with the coordination of their programs which cut across department lines. In setting up these Councils, it will greatly facilitate the work of State and local officials with the Federal Government.

Part of this Presidential effort is decentralization. Having started in the Thirties with a heavily decentralized Federal effort, the Federal structure shifted to a highly centralized approach as we moved into the Sixties. It is planned that these programs will move back into a much more heavily decentralized role. This is particularly true with respect to those kinds of assistance programs which are of a project nature or which are discretionary. Formula grant programs are not in need of such decentralization. There is, however, a particularly strong need for decentralization in project programs.

Decentralization should be across the board. There is little to be

gained by bringing operational problems into Washington unless they are of a precedent setting nature, or a problem which simply cannot be resolved locally. Otherwise, it seems to me that operational problems need to be handled out in the field by Federal people who are close to the State and local officials. They are out in the field where they better understand the problems than we do in Washington.

When the President speaks of decentralization, he is not speaking of moving matters from Federal people in Washington to Federal people in the field. He wants greater reliance on State and local government, as the Federal departments and agencies rely more heavily on States and communities for the administration of these programs. The Federal role would be more one of resource allocation and assuring that the legislative intent has been met.

This is a surprisingly difficult thing to do. One obvious reason is that the Federal man ultimately has the responsibility for a given program and is held accountable when something goes wrong. Despite a fear of Congressional retribution by some Federal officials, we have found in many agricultural areas that Congress does understand if, in fact, there has been an effective partnership arrangement established. If, in fact, responsibilities have been turned over to State and local people and this is recognized and well understood. Over a period of time there is a reasonable degree of understanding.

A study has been undertaken to determine how long it takes Federal departments and agencies to respond to State and local requests for assistance. In some programs a response of thirty days is typical; in others, a response of 10 months is far more typical. There were even a few in which the average was over one year-- just in finding out whether there were funds available from the Federal Government.

Most of these delays have been encountered in non-agricultural fields, such as in the urban areas, where some of them have been absolutely unbelievable and inexcusable. These delays are encountered, not because of people who are callous to the needs of communities or callous to human needs, but because over a period of time an accumulation of processes and procedures have been built up at all levels of government-- Federal, State and local. In this study, each one of these programs is being flow-charted, just as an industrial engineer would flow chart a manufacturing process to find places and find ways in which different steps can be made simpler or handled faster. The States and cities are being urged to do the same thing.

Another important aspect of the President's program is revenue sharing between the Federal, State and local governments. This would do a great deal to strengthen State and local government. When it is enacted, it will provide an opportunity for States and communities, among other things, to find the resources for strengthening their institutional capability to manage. Through this approach, along with the strengthening of program activities, where it is needed, State and local government can

shore up their own capacity to administer their own affairs in such a way as to respond more quickly, more effectively to State and local needs.

The implementation of the Intergovernmental Cooperation Act and Bureau of the Budget Circulars A-95, A-96, and A-97 are the foundation of these changes. The President has outlined a three year program of which one year has elapsed. The President is determined to reverse the flow of power to Washington and to make the grant-in-aid program system more workable.

Tony M. Baldauf - The Secretary of Agriculture responded to the President's policy by organizing a Federal Assistance Review in the Department. This is a three year review effort and while some of the action has been completed in the first year, others will be achieved in the second or third year.

It would be useful to understand the basis for a Federal Assistance Review program in this Department. Organizationally, USDA has about 84 separate field structures with some 21,000 field offices. The term field structure means a program can be identified here in Washington and then followed organizationally all the way to the field through a separate reporting line of that particular program organization. The Department of Agriculture operates about 100 separate programs with an annual outlay of about $2.5 billion. These programs include loans and grants, cost-sharing arrangements, and direct assistance of almost every description. In terms of Federal-State relations, the Department operates these programs through more than 2,000 separate agreements involving more than 52 separate programs.

The first step in the Department's Federal Assistance Review was to consider changing regional boundaries of certain USDA program agencies to have them conform with the ten regions set up under the Federal Regional Council program. The boundaries of the pesticide regulations program have been adjusted to coincide with these Regional Councils. The Food and Nutrition Service, which has program responsibilities allied with those of the Department of Health, Education and Welfare, also is considering changing its organizational structure to facilitate program management in the field.

In another step, USDA grant and loan agreement processes were examined to determine which requirements could be eliminated or simplified. This involved all grant and loan agreement processes of about 67 different technical assistance programs in the Department with one exception. The formula grant arrangement with land-grant institutions will be examined in the second year of the Department's review. Through this study, the processing time for a number of our loan programs has been reduced by as much as 50 percent. Also, some decentralization of authority was initiated so loans and grants could be approved in the field, where heretofore they could only be approved in Washington. Seven or eight of

these processes are still under review and will be continued in the second year.

A review was made of administrative and legal constraints involved in all operations. In response to the Department's inquiry, field offices reported about 100 constraints on their ability to make decisions. Action was taken on about 40, while some others are still under review. Along the same line, a review of delegations of authority within the Federal process was undertaken. Some progress was made, although more needs to be done. For example, authority for the Farmers Home Administration to make a loan was decentralized, but only one attorney in each county was authorized to clear title for FHA. To avoid unnecessary delays when the designated attorney was unavailable, the regulations were changed to delegate authority to several more attorneys in a given county who are now authorized to clear title.

As a further move to improve intergovernmental relations, Secretary's Memorandum No. 1683, dated April 6, 1970, provides for increased State participation in USDA programs. Initially, this expansion of State participation was limited to inspection, regulatory and grading programs. At the Secretary's direction, the policy now extends to all operative programs of the Department. Further, criteria have been established which, if met, determine the degree of possible State participation.

One of the important consequences of the Department's review has been the development of a standard research agreement with universities to include uniform fiscal and administrative provisions. This standard research agreement will be applicable to all grants, contracts and agreements with universities. The new agreement, also, will help enable the decentralization of authority at the local level to enter into the smaller agreements particularly.

The first year of the Federal Assistance Review has ended. In addition to the achievements mentioned, several USDA Agencies are expanding the use of computers to simplify management information systems. In several instances, State and Federal governments and university groups are joining to make common use of computer facilities in developing management information systems. The second and third year of this review program will include further streamlining processes and more State participation. The Department welcomes any suggestions to assist in improving the administration of Agriculture programs under the Federal Assistance Review effort.

J. Kenneth Mulligan - Underlying a discussion of the management or personnel implications in the "New Federalism" are several basic assumptions:

1) it is not only true that the Federal Government is managed badly, but it is equally true that States, counties and cities are managed badly. In terms of manpower growth and development, States, counties and cities have problems more acute than the Federal Government which, in some degree, is leveling off.

2) there needs to be a partnership between the Federal Government and States and localities in improving the managerial effectiveness of programs, particularly those which are Federally-subsidized.
3) while Federal grant money goes for roads, agriculture, education and a host of other programs, very little of it goes toward the central improvement of the management of States, counties and cities. Consequently, many States and localities need someone to coordinate the Federal relationship.

Less an assumption is the belief that conceivably the Federal Government can help, both in terms of technical assistance and in terms of funding.

Joint Committee Members Listen to the Panel

In this respect, the goals of the Civil Service Commission are largely contained in the pending Intergovernmental Personnel Act of 1969. This Administration-supported measure has passed the Senate and is now pending in the Labor and Education Committee of the House of Representatives. The Intergovernmental Personnel Act is intended to provide resources and help to States and localities in the general area of personnel management. The Act is designed to:

1) provide means for developing policy and standards to administer intergovernmental personnel and training programs by establishing

an Advisory Council reporting to the President and the Congress;
2) authorize the Civil Service Commission to make grants to States and local governments to make improvements in their personnel administration systems;
3) authorize the Civil Service Commission to join with States and local governments in cooperative recruiting and examining activities and to furnish technical assistance and advice, if requested, to States and localities to strengthen their personnel management.
4) direct the Civil Service Commission to coordinate Federal personnel assistance given to States and local governments by all Federal agencies;
5) give the consent of Congress to interstate compacts designed to improve personnel administration and training for State and local governments;
6) transfer existing intergovernmental personnel assistance programs, such as that in the Department of Health, Education and Welfare to the Civil Service Commission;
7) enable State and local agencies to make use of the training resources and facilities of the Federal Government, while directing the Civil Service Commission to coordinate such training assistance activities to avoid duplication of effort and to maximize impact; and
8) authorize the temporary assignment of personnel between State and local and Federal governments for their development and improvement, in line with existing USDA authorities.

Pending enactment of the Intergovernmental Personnel Act, the Civil Service Commission currently is using authorities under the Intergovernmental Cooperative Act to support the President's program for collaboration with State and local governments in their improved management. The Civil Service Commission is concerned particularly with Title III of that Act, which provides that all Federal agencies can make available technical assistance to States and localities upon request. Technical assistance is very broadly defined and includes personnel management assistance, training assistance, managerial advice, etc.

The Intergovernmental Cooperation Act is both unique and deficient. It is unique in that the money flow under the Act as technical services are performed is from the States and localities to the Federal Government. During the past 15 months since implementation of the Act, the Civil Service Commission has been very active, particularly in the training area. Approximately 2,000 State and local personnel have attended CSC training courses across the country during the past year. The Commission has training centers in Washington, D.C., and in each of 10 Regional Civil Service Commission offices. In addition, there are Executive Seminar Centers in Berkeley, California, and Kings Point, New York, as well as the Federal Executive Institute in Charlottesville, Virginia. The Act is deficient in that such training is available, as of now, only on a reimbursable basis. Nonetheless, State and local personnel participation has increased every month. Last month, about 400 State

and local people attended CSC training programs across the country.

In addition to cooperation in training State and local personnel, the Civil Service Commission conducts seminars for Federal employees in the problems of State-Federal relations. This subject is also emphasized in the curriculum of the Federal Executive Institute. The Commission collaborated with several agencies, including the General Accounting Office and the Brookings Institute in the establishment this year of the Intergovernmental Affairs Fellows Program. This was an experimental program intended to identify 25 executives or administrators in six or seven Federal agencies, including Agriculture, who were helped to get a further understanding of the administration of grants-in-aid programs and their complexity. Participants spent two weeks at the Brookings Institute and eight weeks in host States or cities. The program has ended and an evaluation is underway.

In all these efforts, the Civil Service Commission wishes to cooperate with such public interest groups as the City Managers Association, the Council of State Governments, and others, as well as the universities. It is particularly unfortunate that because of other budgetary priorities, Title IX of the Higher Education Act has not been funded. This Act was passed two years ago to furnish subsidies to the universities for the purpose of public service education. If funded, Title IX would enable universities to make a further contribution to the training and education of people moving into the public service.

Comments:

Glazener: Mr. Mulligan, as you look over the role of the Civil Service Commission in education, do you see more short courses to take care of immediate problems, or do you look at long-term educational programs?

Mulligan: In general, we are involved in short-term training ... anywhere from three days to three weeks.

Glazener: How often do you see the average employee needing to come into this type of exposure?

Mulligan: I feel an employee should receive at least two weeks training every year. However, it depends on the role of that employee, the dynamics of his occupation, and what's new and developing in the occupation, what your training targets are, how much you want the employee to learn, and how you want to bring him up-to-date.

The Civil Service Commission also is vitally concerned with university education as it relates to the improvement of the performance of Federal employees and, in a new role, of State and local employees. Under the Government Employees Training Act, over 2,000 people are attending universities for a semester or more this year for updating education. Also, there are in the Federal

Government over one hundred off-campus study centers, where universities bring their classes to the Federal establishment.

Mulhern: For several years, we've often invited States to participate in our training programs, but they run into a limitation on travel funds. Would the Act we're talking about make funds available specifically for that purpose?

Mulligan: Yes, the training grants would be made in terms of the proposals made and broad criteria would be established. I'm sure the criteria established would cover that type of expenditure.

Mulhern: Mr. Ink, do you see eventually decentralization of governments into "sub-capital" or even Departments completely decentralized?

Ink: We are not endeavouring to set up "sub-capitals," because it seems to us that the geographic patterns are different in several major functional areas. For example, the natural resource agencies don't fit the same pattern as the social agencies. I would say that there's going to be regional focal points for interagency and intergovernmental cooperation and coordination. The delivery of services, I think, will tend to be more at a lower governmental level than at present.

Edward W. Glazener, North Carolina State University

Trelogan: Programs frequently are fragmented because legislation authorizing them is fragmented. Is there a response on the part of Congress to consolidate legislation so that programs can be amalgamated?

Baldauf: Yes, Congress is expressing an interest in providing block grants. There also is a trend toward legislation permitting consolidation of programs to encourage better management systems.

Ralston: How are the counterparts of such Federal agencies as the Office of Management and Budget, CSC, General Services Administration, and the General Accounting Office being involved at the State and local government levels?

N. P. Ralston, USDA

Ink: Quite heavily. For example, the Association of State Budget Officers, the Municipal Finance Officers Association and the State Planning Officers are a few of the groups we're working with. In fact, in the implementation of Circular A-95, a major part of the Intergovernmental Cooperation Act effort, we have teams led by the Office of Management and Budget and including members of these type groups which have visited five States to evaluate the implementation of A-95.

These groups also are helping us develop standard agreements for the hundreds of grant programs.

Morrison: Who is going to evaluate to assure that the legislative intent is carried out at the local level?

Ink: We are not delegating responsibility to see that the legislative intent of programs is carried out. There will continue to be a very vigorous Federal audit program. We're moving toward a single audit where, insofar as financial and administrative compliance is concerned, a grantee will be confronted with only one set of Federal auditors, rather than having auditors from a variety of Federal agencies. Secondly, requirements placed upon State and local units for their own audit program will not be relaxed. The General Accounting Office is working on a common set of audit standards as part of this overall effort.

Briggs: Have you run into any objection from State or local officials concerning decentralization when they start thinking in terms of the expenses of these programs when returned to the States?

Ink: So far, we've run into absolutely none. We have encountered, however, a desire for the Federal Government to provide assistance to the States particularly in developing a stronger management capability. The Civil Service Commission is ahead of all other Federal agencies in terms of the implementation of the Intergovernmental Cooperation Act in providing technical assistance in this area on a reimbursable basis.

Mulligan: It's alleged at least by some people that the grant structure of, say, roads to roads or agriculture to agriculture has frustrated the capacity or ability of the Governor or the Mayor to manage these programs. How critical do you think it is that some how or other we have to move things around so that the counterparts you speak of in the States are more effective than they are now? Does it require funding of these activities by the Federal Government, or does it just require new kinds of behavior?

Ink: Whereas in the past I believe that the majority of the States have been very slow in realizing the need for this kind of capacity to manage or audit programs, more and more States have awakened to the need. An increasing number of Governors are concerned about their capacity to do what they feel needs to be done to provide leadership and provide a vigorous State role in those areas in which States have a responsibility. I think that in a large number of States, funding is a very severe problem.

Federal programs sometimes have developed in such a way to handicap the Governor who wants to pull things together. I've been concerned with the policy by-passing of Governors and Mayors. Technical communication between counterparts is essential, but the policy level is very often by-passed. For example, the decision on the location of a housing project should really be at the Mayor or City Council level where the whole fabric of the community can

be tied together. Yet the decisions are most often carried on between technicians of the Department of Housing and Urban Development and the local redevelopment agency.

At the Federal, State and local levels, the people who are concerned with these specific areas unwittingly, I think, are making it more difficult for strong leadership to develop at the State and local level due to this policy by-passing. Once the policy is developed, then I think the technicians should work directly back and forth through their counterparts.

C. A. Arents, West Virginia University

Arents: You mentioned that decentralization will place more activity in the States and away from Washington. It seems to me that we need to develop educational programs to produce the numbers of people who will be employed by the States or Federal Government. Also, we need to develop research monies that will help create suggested management structures at all levels. The States need help in developing a model management system, and computer management should be a part of that effort.

Ink: The Federal Government is trying to help States develop

management systems. There is a great interest in this at the State level, but the Federal Government does not have the resources to satisfy the demand.

Morrison: Unfortunately it seems that in the Federal Government, most management training takes place after hiring.

Mulligan: This may be the case, but pre-employment education might be too specialized in particular managerial areas.

Glazener: What talents do you think a person in the future should have to operate in this managerial area?

Mulligan: The best future managers will be those who have had an education in reading, in communicating, and in social values and government. These are the basic skills one needs to operate at a high level in management. Managers of today usually came through the program route, whereas those of the future need a broader base.

RECOMMENDATION NO. II

The Joint Committee commends the U.S. Department of Agriculture for its efforts to develop more effective Federal relationships by creating a new sense of partnership among the various levels of government with greater dependence on State and local governments. Since this will bring the decision-making processes closer to where the delivery of services occurs, the support roles of the Department must be strengthened through more effective training and information transfer including legal, scientific and administrative assistance.

Because the Joint Committee has a keen interest in manpower needs, training and recruiting, it recommends comprehensive action that will:

1) develop management structures that form strong linkages as a basis for effective action programs among the Federal, State and local governments;
2) identify education needs and develop curriculum patterns that will help colleges and schools to recruit and train the manpower that will be necessary to successfully carry out all of the specialized tasks that are necessary to make the Department effective for expanding State and local participation in all the services of the Department; and
3) develop Federal short courses or specialized education programs to be used by the Department as it establishes more effective relationships with State and local institutions.

## III. NEW FRONTIERS FOR NEGRO LAND-GRANT COLLEGES THROUGH THE DEVELOPMENT OF INSTITUTIONAL RESOURCES

### A. Report on the Joint USDA - 1890 Land-Grant College Committee

Richard D. Morrison, Alabama A & M College
and
N. P. Ralston, U.S. Department of Agriculture

Richard D. Morrison - The title, "New Frontiers," is somewhat misleading. It really should be "new strategy" on an "old frontier," for the conditions which I will describe should have been taken care of about 80 years ago.

The Second Morrill Act of 1890 was passed to make it possible for the seventeen southern States to establish a second land-grant college in each of these States where Negroes were not permitted to attend the 1862 land-grant colleges. This Act provided for "a just and equitable division of the funds to be received under this Act between one college for white students and one institution for colored students ... which shall be divided into two parts and paid accordingly, and thereupon such institution for colored students shall be entitled to the benefits of this Act and subject to its provisions, as much as it would have been if it had been included under the Act of eighteen hundred and sixty-two ..."

For eighty years, the 1890 black institutions have suffered from the lack of what might even seem to approach minimum funding for essential educational programs. At the State level, the legislative body has not seen fit to fund these institutions on an equitable basis. Moreover, the Federal Government, through its many supporting programs for land-grant institutions, has not seen fit to come to the aid of these institutions in a significant manner.

Even when there seems to have been a clear-cut intent of the language of the laws for these institutions to share equitably in funds, ways have been found to circumvent the intent of the laws by interpreting them so as to exclude, for the most part, funds for predominantly Negro land-grant institutions. Public Law 89-106 made it possible for the fulfillment of long-standing requests from black institutions for funds to give them some relief from the lack of research grants for their professors and students. However, in 1967 only $283,000 of the $2 million PL 89-106 funds were allocated to the sixteen 1890 black institutions, an average of $17,687. The 1971 budget for contracts and grants for scientific research (PL 89-106) was increased by $1,350,000 above the 1970 figure of $2 million. The 1890 black institutions presently are slated to receive the same amount ($283,000) for research that was allocated in 1967. In addition, $600,000 is slated to be divided among the sixteen institutions for rural development programs.

These and other equally important situations have caused the presidents of the 1890 institutions to request that a committee be formed to work with the Secretary of Agriculture on matters of interest to them about USDA policies and the 1890 institutions, and the clarification of all Federal legislation pertaining to Federal funds for the 1862 and 1890 land-grant institutions. The committee has been appointed and one meeting has been held.

At this point, there are a number of alternatives under discussion as to how the 1890 institutions may share more equitably in Federal funds. Some alternatives are:

1. Develop amendments to the Hatch and/or Smith-Lever Act.
2. Develop more comprehensive legislation for R&D and public service.
3. Revise the Second Morrill Act.
4. Expand PL 89-106 for research.
5. Enact special legislation.

While the committee is obligated to work within the framework of background material related to the 1890 institutions, other approaches should not be overlooked.

L. to r., Upchurch, Morrison and Barnes

N. P. Ralston - One of the immediate results of the February 25, 1970 meeting between presidents of the 1890 land-grant institutions and the Secretary of Agriculture was the decision to designate a Department of Agriculture employee to serve on the campus of each of these institutions. The employee would provide competency in a specific agricultural field to help improve the teaching, research or public service capabilities of the predominantly black land-grant institutions. In addition, this individual would be in a position to advise the Department on recruitment and advise the college on Department of Agriculture needs. Hopefully, these USDA employees will be on the college campuses by this September.

The presidents of the 1890 institutions and the Secretary also discussed allocation of research monies under PL 89-106. There is a need, also, for new funding for research, as well as improving teaching resources. The possibility of legislative remedies for the 1890 institutions was also discussed.

Comments:

Barnes: How will the USDA people be utilized when they are placed on the campuses of the 1890 institutions?

Ralston: The program will be a Departmentwide program to assist the 1890 land-grant colleges develop their capabilities.

Upchurch: Do you plan, eventually, to have representatives from other government departments on the 1890 institution campuses?

Morrison: We need help from every source-- other government agencies, other colleges and universities, etc.

Edwards: The Department of Agriculture's efforts to assist the 1890 land-grant institutions will not be limited to teaching and research, but will include public service. We must find ways to contribute the resources we have at hand to assist these colleges.

The change in climate has now made it possible and reasonable to attempt to strengthen the 1890 institutions, which years ago may not have been possible because of the question of integration.

The Department's strategy in aiding these colleges is first to place a USDA employee on the campus; second, expand money available under PL 89-106, or other existing legislative authorities; and third, seek new legislation or amendments to present authorities.

RECOMMENDATION NO. III(A)

The Joint Committee enthusiastically endorses the contemplated move to have the U.S. Department of Agriculture locate professional personnel on the campuses of the land-grant institutions, established under the

Morrill Act of 1890, as a means to facilitate a broad program of assistance in institution building and mutually cooperative research, teaching and public service activities.

As further steps toward bolstering the capabilities of these institutions, the Joint Committee concurs in efforts to gain additional funding of PL 89-106 as quickly as possible. For longer term aid, the exploration of alternative means for acquiring legislative support for additional funding of these institutions is recommended.

L. to r., Ralston, Morrison and Barnes Discuss Minority Group Education and Employment

B. Attracting Minority Group Members to Agriculture and Related Disciplines

M. L. Upchurch, Administrator, Economic Research Service, U.S. Department of Agriculture

Many members of minority groups, particularly blacks, tend to associate agriculture with the menial tasks involved in farming. Technological advances have reduced the need for those who perform the menial jobs,

regardless of race, creed or color. Farming in the United States absorbed about 20 billion man-hours of labor in 1940, as compared with about 8 billion today. Prospects are that in the years ahead, this will be cut in half. The jobs in agriculture that have customarily been associated with minority groups, whether black, Spanish-American, or Oriental, are rapidly declining.

Because of these technological advances, members of minority groups now tend to see agriculture as something beyond their reach. Modern farming requires big capital which few have at the present time. Prospects for minority groups in the field of agriculture are probably becoming worse, rather than better. This is due to two reasons: (1) the proportion of our minority group population having any first-hand connection with agriculture is declining sharply, and (2) there has been a decrease in the opportunities for black young people to have personal contact with professionals in the field of agriculture.

It is important that faculty and students of the 1890 land-grant institutions become acquainted with the Department of Agriculture. They should know that the Department is recruiting minority group employees, particularly among professionally trained people. Probably few people in the predominantly Negro institutions have a chance to become acquainted with the professional opportunities in the Department of Agriculture.

Following are six proposals which seem relevant to the question of attracting minority group members to agriculture:

1. Provide better basic education for minority group people, beginning with elementary education to develop them for professional careers.
2. Strengthen the programs of the 1890 institutions. The Economic Research Service (USDA) currently is developing agreements with some 1890 institutions to permit participation in research programs. However, it appears that money alone is not enough, the use of cooperative personnel may be needed to help strengthen the institution.
3. The Department should work more closely with the counselors in these institutions to make them better aware of the opportunities in the Department of Agriculture.
4. Work with the 1890 institutions to stress the need for training, particularly at the undergraduate level, in the basic sciences. This would provide a foundation on which to build more specialized knowledge of agriculturally-related subjects.
5. The Department of Agriculture should support more educational programs, such as that undertaken by Florida State University (see Fall and Annual Report 1969).
6. The Department should stress in-service training of minority group employees.

Many of these suggestions are within present capabilities of the Depart-

ment of Agriculture.

Comments:

Edwards: Our recruiting base would be much broader if the Department of Agriculture took the view that specialized training in agriculture could come after employment and would rely on basic education in the general disciplines as required.

Upchurch: I agree in part that in the past, we have been inclined to rely too heavily on the specialized resources of the colleges of agriculture. We might want to look to other colleges or departments in the land-grant institutions in the fields of mathematics, economics, biology, business administration, etc., for recruits who could be trained in agriculture's needs.

Trelogan: It should be pointed out, however, that in meeting the manpower needs of the Statistical Reporting Service, if the choice is between a person with an agricultural background and one who does not have such a background, the person with agricultural experience has a decided advantage in the job competition.

Ralston: It should be emphasized that agriculture is much broader than farming. One of the problems people have is realizing that for every person engaged in farming activity, there are five or six persons involved in agriculturally-related pursuits.

RECOMMENDATION NO. III(B)

The Joint Committee is concerned about the needs for developing young people for professional careers in government and recommends:

in general -

1. the basic need to improve education in elementary, secondary and vocational schools, especially in oral and written communication skills;
2. the importance of the basic sciences at the college and/or university level to aid in improving the "image" of agriculture with those who think opportunities are limited to menial work;
3. the importance of in-service training of those whose limited background and experiences have not given them the opportunity to see the multiplicity of professional opportunites in agriculture.

for minority groups -

1. the strengthening of existing programs in the 1890 land-grant institutions, including the placement of USDA employees on campus;

2. the broadening of counselors' perspectives to help guide students, particularly minority students, toward professional opportunities that are now or may become available that will help capitalize on their backgrounds;
3. the support of programs to specifically help minority group students prepare for graduate school.

C. Report on USDA Employment and Development of Minority Group Members

Carl B. Barnes, U.S. Department of Agriculture

Carl B. Barnes, USDA

The Secretary is determined to improve the Department's image and actions in the area of equal employment opportunity. The Department's policy on civil rights is stated in Secretary's Memorandum No. 1662, dated September 23, 1969. Included in that policy is the most comprehensive training program ever undertaken by the Department in the area of civil

rights. The policy also includes evaluation of the program and compliance with the civil rights law.

The Department has developed an action plan in civil rights, approved by the U.S. Civil Service Commission, which states goals and ways to implement these goals for the Department. Each Agency of the Department, in turn, has developed an action plan based on the Department's guidelines.

Following are tables depicting various phases of minority group employment in the Department.

Comments:

Glazener: At what degree level is the Department seeking new employees?

Barnes: Except for research functions in the Agricultural Research Service and the Forest Service which require employees at the doctorate level, most Agencies of the Department are employing personnel at the baccalaureate level.

RECOMMENDATION NO. III(C)

The Joint Committee recognizes that the materials developed and made available to members of this committee, as well as to other interested persons, provide information about the employment of minority groups that is most valuable as a means of evaluating the overall efforts in various USDA Agencies for training and employing minorities.

The Joint Committee recommends that these studies should be continued and made available, not only to this committee, but also to Placement Directors at all land-grant institutions.

Comparison of full-time total minority employment

| Agency | Full-time minority employees | | Change | |
|---|---|---|---|---|
| | Nov. 15, 1969 | Feb. 15, 1970 | Number | Percent |
| Total | 7,178 | 6,967 | -211 | -2.9 |
| ARS | 1,775 | 1,787 | +12 | 0.7 |
| C&MS | 1/1,541 | 1/1,294 | 1/-17 | 1.3 |
| FS | 1,282 | 1,062 | -220 | -17.2 |
| SCS | 567 | 557 | -10 | -1.8 |
| ASCS | 401 | 383 | -18 | -4.5 |
| FHA | 358 | 381 | +23 | 6.4 |
| FNS | | 1/230 | | |
| P&O | 209 | 205 | -4 | -1.9 |
| SRS | 156 | 154 | -2 | -1.3 |
| ERS | 137 | 135 | -2 | -1.5 |
| OMS | 107 | 119 | +12 | 11.2 |
| OIG | 76 | 88 | +12 | 15.8 |
| REA | 87 | 88 | +1 | 1.1 |
| FAS | 2/104 | 2/73 | 2/ -11 | -13.1 |
| NAL | 60 | 62 | +2 | -3.3 |
| Inf | 63 | 61 | -2 | -3.2 |
| Total listed agencies 3/ | 6,923 | 6,679 | -244 | |
| Total other agencies | 255 | 288 | +33 | |

1/ 230 minority employees were transferred from C&MS in the establishment of FNS.

2/ 20 minority employees were transferred from FAS in the establishment of FEDS.

3/ Agencies with 50 or more minority employees.

Comparison of full-time Negro employment

| Agency | Full-time Negro employees | | Change | |
|---|---|---|---|---|
| | Nov. 15, 1969 | Feb. 15, 1970 | Number | Percent |
| Total | 4,989 | 4,978 | -11 | -0.2 |
| ARS | 1,073 | 1,084 | +11 | 1.0 |
| C&MS | 1/1,173 | 1/967 | 1/-11 | |
| FS | 500 | 483 | -17 | -3.4 |
| SCS | 424 | 419 | -5 | -1.2 |
| ASCS | 358 | 340 | -18 | -5.0 |
| FHA | 294 | 311 | +17 | 5.8 |
| P&O | 209 | 205 | -4 | -1.9 |
| FNS | | 1/195 | | |
| SRS | 144 | 143 | -1 | -0.7 |
| ERS | 129 | 127 | -2 | -1.6 |
| OMS | 106 | 117 | +11 | 10.4 |
| REA | 82 | 83 | +1 | 1.2 |
| FAS | 2/94 | 2/65 | 2/-12 | |
| OIG | 56 | 64 | +8 | 14.2 |
| NAL | 56 | 58 | +2 | 3.6 |
| Inf | 57 | 55 | -2 | -3.5 |
| Total listed agencies 3/ | 4,755 | 4,716 | -39 | |
| Total other agencies | 234 | 262 | +28 | |

1/ 195 Negro employees were transferred from C&MS in the establishment of FNS.

2/ 17 Negro employees were transferred from FAS in the establishment of FEDS.

3/ Agencies with 50 or more Negro employees.

UNITED STATES DEPARTMENT OF AGRICULTURE
AVERAGE GRADE OF GS EMPLOYEES BY MINORITY GROUP
AS OF NOVEMBER 1968 AND NOVEMBER 1969

| | 1968 | 1969 | Percent Change |
|---|---|---|---|
| Total All Department | 8.08 | 8.18 | + 1.2 |
| Negro | 5.61 | 5.88 | + 4.8 |
| Spanish American | 5.91 | 6.33 | + 7.1 |
| American Indian | 5.68 | 6.47 | +13.9 |
| Oriental | 9.11 | 9.39 | 3.1 |
| None of These | 8.26 | 8.32 | 0.7 |

NUMBER OF NEGRO EMPLOYEES BY GRADE GS 5-18 AND SALARY

| Grade | Mar. 1961 | Dec. 1961 | 1965 | 1967 | 1968 | 1969 | Salary |
|---|---|---|---|---|---|---|---|
| GS-18 | | | | | | | $35,505 |
| GS-17 | | | - | - | - | 1 | $30,714-34,810 |
| GS-16 | | | 2 | 2 | 2 | 2 | $26,547-33,627 |
| GS-15 | | | - | 5 | 7 | 7 | $22,885-29,752 |
| GS-14 | | | 6 | 9 | 11 | 15 | $19,643-25,538 |
| GS-13 | | | 15 | 31 | 39 | 44 | $16,760-21,791 |
| GS-12 | | | 46 | 85 | 94 | 104 | $14,192-18,449 |
| | 15* | 46* | 69* | 132* | 153* | 173* | |
| GS-11 | | | 96 | 144 | 175 | 17[illegible] | $11,905-15,478 |
| GS-10 | | | 1 | - | - | - | $10,869-14,127 |
| GS-9 | | | 148 | 305 | 412 | 456 | $9,881-12,842 |
| GS-8 | | | 71 | 89 | 85 | 105 | $8,956-11,647 |
| GS-7 | | | 411 | 656 | 740 | 697 | $8,098-10,528 |
| GS-6 | | | 74 | 155 | 191 | 221 | $7,294-9,481 |
| GS-5 | | | 595 | 771 | 824 | 739 | $6,548-8,510 |

* Total Negro employment in grades GS 12-18

IV. PRESENT AND FUTURE PROGRAMS IN ENVIRONMENTAL QUALITY CONTROL AND ECOLOGY - Training and Employment Needs

Panel: Alfred L. Edwards, U.S. Department of Agriculture
and
John R. McGuire, Deputy Chief, Forest Service, U.S. Department of Agriculture
and
Norman A. Berg, Associate Administrator, Soil Conservation Service, U.S. Department of Agriculture
and
Sylvester Pranger, Assistant Administrator, Farmers Home Administration, U.S. Department of Agriculture

L. to r., Johnson, Pranger, Edwards, McGuire, Berg and Barnes

Alfred L. Edwards - The Department of Agriculture has long been concerned with problems of the environment and it currently is in the forefront of those government agencies dealing with the problem today. The environment is of national interest and the President has established a Council of Environmental Advisors. The Department of Agriculture has a committee of high level personnel that serve as a focal point for the Department's activities in this vital area. Training in this area of environmental quality is one which this Joint Committee should properly consider.

John R. McGuire - Forestry plays a very important role in the environment of the Nation. About one-third of the land area of the United States is in forest, which provides not only wood, but also serves a recreational and aesthetic purpose.

This Administration currently is studying the requirements for soft woods and plywood in terms of the needs for new housing. The average single family dwelling uses about 11,000 board feet of lumber and plywood. Federal forest lands administered through the Forest Service number about 187 million acres, with an annual timber production of about 11-13 billion board feet. Some of this production is in the form of lumber, while some of the timber harvested is used for pulp wood and paper production. These forests are used also as watersheds, for cattle and sheep grazing and wildlife.

All of these activities require the employment of numerous skills. Personnel are used to administer national forest lands, perform forest research, and provide technical assistance to the States and to private forest owners. The following table indicates occupational skills used by the Forest Service, the number of personnel currently employed and projected manpower needs by 1975:

| Occupational Skill | Currently Employed | Needed By 1975 |
|---|---|---|
| Plant Entomologist | 155 | 180 |
| Plant Pathologist | 98 | 109 |
| Range Conservationist | 245 | 340 |
| Foresters | 5,000 | 4,921 |
| Fish & Wildlife Biologists | 104 | 154 |
| Soil Scientists | 118 | 175 |
| Landscape Architects | 156 | 220 |
| Architects | 28 | 75 |
| Civil Engineers | 1,000 | 1,110 |
| Sanitary Engineers | 5 | 150 |
| Mechanical Engineers | 52 | 100 |
| Electrical Engineers | 4 | 120 |
| Geometronicists | 0 | 100 |
| Hydrologists | 61 | 100 |
| Chemists | 52 | 60 |
| Geologists | 30 | 70 |
| Cadaftral Surveyors | 41 | 50 |
| Forest Products Technicians | 130 | 150 |
| Construction & Maintenance | 137 | 177 |
| Education Specialists | 190 | 190 |

Norman A. Berg - The Soil Conservation Service has 1,500 fewer positions now than it did three years ago. We hope that this situation will be reversed during the next few years. At any rate, State and local governments are becoming more interested in the area of soil conservation and are beginning to utilize people trained in this area. At the present time, however, the Soil Conservation Service receives more applications than there are positions available.

The Soil Conservation Service needs people who will develop as soil conservationists. Beyond that, however, we need civil engineers, geologists, economists and a variety of other disciplines. Our career system is oriented to the professional person who can handle the work in several aspects of the environment. Basic to this career program are people with training in agriculture, soil, plant and science work. In the future, a background in economics would be helpful in a career of resource conservation, with some additional work in social and political science.

The ecological aspects and consequences of manipulating the natural environment should be given a high priority in the future training of people. This includes the environmental considerations of physical, natural and man-made conditions in relation to the effects on human health. Also, an evaluation of the aesthetic value of projects will be more meaningful in the future.

As work progresses in this area, more attention needs to be given to the art and science of working with people to encourage local leadership and to motivate people for environmental quality control projects. People need to understand the role that conservation plays in the entire environmental structure. And there is a tremendous need for an understanding of the complexities of the planning process.

Sylvester Pranger - A few years ago, the role of the Farmers Home Administration in the area of environmental quality control would have been questioned by many people. Up to that time, the Farmers Home Administration lending program was primarily in the field of farmers' operating and home loans. This is not the case today.

Because of this changing character of Farmers Home Administration operations, personnel needs have changed. As programs develop in housing, recreation, sewage and water operations, the Farmers Home Administration will be interested in people with a more general background than one limited to farm management specialties. If budget requests are approved, the Farmers Home Administration will need a larger number of people for county office operations. About one-half the number of these people will be other than farm management specialists.

The Farmers Home Administration loan program has increased considerably. In Fiscal Year 1969, about $480 million in housing loans were made, while the goal for Fiscal Year 1971 is about $1.5 billion in housing loans. This loan program is no longer limited to single family dwellings. It now extends to large projects in which loans can be guaranteed to contractors for entire subdivisions. These new programs will require a comprehensive knowledge and understanding of land utilization and community development, with special training in economics, land economics and sociology.

Comments:

Arents: While the panel has discussed the need for people with

more training, nobody has mentioned the need for ecologists or environmental engineers.

McGuire: In order to solve an environmental problem involving pollution and its effect on trees in the Los Angeles, California, area, the Forest Service called on the expertise of several specialists. It seems doubtful that a person trained in the broad field of ecology would have sufficient specialized knowledge.

Edwards: Are the colleges training people in an environmental specialty?

Arents: Yes, we are offering Masters degrees in environmental engineering. These graduates are very much in demand by local governments to assist them in solving their environmental problems. The environmental specialist can identify the total factors contributing to a specific problem in the environment.

Harry C. Trelogan, USDA

Trelogan: What factors will help continue the interest toward the personnel goals the Forest Service has projected?

McGuire: There are two principal factors: first, the need for more housing, which means more lumber, and second, environmental quality control, including recreation.

Arents: As the emotionalism about environmental quality control subsides, there will be some real questions about the costs and priorities related to this whole question. For example, questions regarding the level of governmental activity, questions about costs, questions about industry cooperation, and questions about the extent of environmental improvement must be decided.

RECOMMENDATION NO. IV

The Joint Committee recognizes the importance of environmental quality control and the contribution which the Department of Agriculture and the land-grant institutions can make in this area. It urges that the land-grant institutions and government agencies critically examine the substantive needs in this area in order to build a firm foundation for positive action.

The Joint Committee specifically recommends:

1. That land-grant institutions examine curricula to develop persons capable of solving environmental quality problems.
2. That additional research be undertaken to identify the real issues in this area.
3. That persons be trained in specialized areas related to environmental quality, as well as in ecology.
4. That the Department of Agriculture continue to play its preeminent role in environmental quality control.

## V. REPORT ON "MANAGEMENT OF HUMAN RESOURCES" (MOHR)

Edward W. Schultz, Deputy Chief for Administration, Forest Service, U.S. Department of Agriculture

and

Glavis B. Edwards, Director, Personnel Division, Agricultural Research Service, U.S. Department of Agriculture

The concept of MOHR, "Management of Human Resources," was presented to the Joint Committee several years ago as one of the five major parts of MODE, "Management of Objectives with Dollars through Employees." This is a program to build data banks to help improve management decisions in the areas of dollars (payroll or accounting), objectives (such as planning programs), or budgeting techniques.

Several of these programs are operational. Among them are the dollar program in which the Department has established a central payroll office and personnel information data banks which supply data for a variety of studies for both the Department of Agriculture and the U.S. Civil Service Commission. MOHR is a pioneering effort to build the skills of employees into the computer for purposes of decisions on promotions and for other management decisions.

Edward W. Schultz - The Forest Service became interested in MOHR when it was realized that manual processing of records for 30,000 Forest Service employees was no longer adequate. There was a need for a faster and more efficient means of surveying and identifying employees' skills and talents. Information on an employee's skills, work experience, education and performance now stored in the computer data bank is readily available when needed.

The Forest Service expects that MOHR will help:

1. provide an inventory of people and jobs;
2. assure optimum utilization of the employee and his special skill by effective placement;
3. assure that employees have an opportunity to receive fair and appropriate consideration for job placements, promotions and training needs;
4. provide an incentive for employees to improve their own performance and develop their skills, knowledge and ability;
5. achieve employee-management confidence and understanding and commitment to the soundness of the Forest Service personnel appraisal and selection systems.

MOHR has been tested in three organizational units of the Forest Service. Its greatest, immediate benefit has been in the area of selection and promotion of employees. As a part of this test, the Forest Service has

developed a new appraisal system and the promotion roster has been automated.

The system has helped the manager in filling job vacancies. When a position becomes vacant, the manager specifies the position criteria considered essential for the particular job. The computer uses these criteria to screen the file to produce a list of the best qualified people for the position.

Edward W. Schultz, USDA

In order to develop this system, it was necessary to codify all occupations in the Department of Agriculture, including the specialties and skills needed. Also, it was necessary to develop a "sixteen point" performance rating system. This system is really the key to the success of MORR.

A special evaluation team has been formed to appraise the pilot studies

over a period of 18 months. Based on the progress made, I believe the team will recommend that MOHR be adopted on an agency-wide basis for all professionals and administrative personnel. MOHR is only the first step in the adaptation of computers to the personnel management field.

Glavis B. Edwards - MOHR is a total agency effort in the Agricultural Research Service, covering all professional employees, in both research and regulatory divisions, from GS-5 and above. This covers about 7,000 employees or approximately one-half the ARS workforce.

The use of the system has two objectives: (1) to identify and use the best abilities and potentials of employees and (2) to conduct and produce various studies and analyses of manpower resources. Some of the specific purposes and uses of MOHR are:

1. Developing rosters of qualified and available employees from which to make selection for advancement to positions of GS-14 and above under the Department's merit promotion plan.
2. Identifying persons with special or unusual skills or qualifications at particular assignments within grade levels GS-5 and above.
3. Identifying potential leaders for the future and developing their capacity to assume broader responsibilities.
4. Providing a continuous inventory of scientific and certain other technical manpower resources available to carry out the missions of ARS.
5. Identifying underutilized and static personnel to determine appropriate courses of action with respect to them.
6. Conducting a variety of studies, such as those relating to criteria for career success, recruitment sources and effectiveness, etc.

The Office of Personnel and the Agricultural Research Service cooperated in conducting an in-depth survey to develop profiles on more than 3,000 ARS scientific personnel. A copy of this study, entitled "Profile of Scientists in Research Activities of the Agricultural Research Service," may be obtained from Mr. John Barry, Personnel Division, Agricultural Research Service, Room 705-FCB, U.S. Department of Agriculture, Washington, D.C. 20250.

Some of the highlights of this study are: In 38 occupations in 17 research divisions, of the scientists studied, 47.6% have doctoral degrees, an increase of 8% since 1963; 73.2 have advanced degrees, an increase of 5.3% since 1963; 71.3% are graduates of land-grant institutions; the average grade is GS-12.1, up from GS 11.1 in 1965 and for PhD holders it is GS-13.1; the average age is 43.5 years, for PhD it is 43.8 years; and authorship of scientific publications total 67,737, or an average of 19 per scientist and 25 for the PhD degree holder.

Data on professional women in research activities have been extracted from this study. The study covers 308 women who are professional

researchers and compares their personnel profiles with those of the 3,569 scientists included in the complete study. Here are some of the highlights of that study: Of ARS scientists engaged in research, 8.6% are women; 44.0% are graduates of land-grant institutions; 16.9% have the PhD degree; 44.8% have advanced degrees; women are employed in 23 professional occupations; 50.3% are employed as chemists; the average grade for women is GS-10.2, while for those with the PhD degree, it is GS-12.9; the average age is 41.2 years; and authorship of scientific publications totals 3,399, an average of 11 per scientist and 24 for the PhD degree.

Clovis B. Edwards, USDA

MCHR will help the Agricultural Research Service develop information on the type of training needed for its employees, which will be useful to the land-grant institutions as well as to other educational institutions.

RECOMMENDATION NO. V

Early results of the MOHR system are promising. The Joint Committee was favorably impressed with the system and suggests that it be assessed for use in research for other aspects of the agricultural economy. The Joint Committee further recommends:

1) that the universities study and consider its adaptability to personnel management;
2) that decision makers at all levels in the USDA Agencies learn how to utilize the data and information on the system for more effective manpower management;
3) that universities explore the MOHR system approach as a means of measuring and predicting student potential for their contribution to manpower development and utilization.

It is impossible to determine the component parts of the agricultural systems of manpower needs; therefore, the Joint Committee recommends:

4) that an approach such as the MOHR system be considered by the National Association of State Universities and Land-Grant Colleges (NASULGC) and the U.S. Department of Agriculture (USDA) as a means to determine current and future manpower needs. Such information would enable educational institutions to develop educational programs and activities ahead of actual and specific manpower requirements;
5) that the Agricultural Division of NASULGC and the Office of the Director of Science and Education of USDA implement these recommendations and report back to the Joint Committee on the results within a year.

## VI. NEW AREAS OF EXPERTISE NEEDED IN THE FIELD OF TECHNICAL ASSISTANCE FOR DEVELOPING COUNTRIES

Quentin M. West, Administrator, Foreign Economic Development Service, U.S. Department of Agriculture

The new name of this Agency, "Foreign Economic Development Service," and its organizational position in the economic area of the Department reflects the change of emphasis in this area of support for developing countries. The food supply position has changed dramatically from the time when India was faced with an extreme shortage of food and its people were on the verge of famine. This "recovery" has occurred primarily as a result of better distribution and utilization of food.

Quentin M. West, USDA

The concern now is with "second generation problems" which occur as yields increase: maintaining the higher yields, coping with crop diseases and distributing foods to those who need it. The Foreign Economic Development Service is concerned with the overall economic development of countries and in the planning process associated with this development. FEDS is being called upon more frequently to supply the expertise in these areas. For example, a team of experts is now in Vietnam to help plan food production and economics following the current hostilities. FEDS also has a team in the Republic of Korea to assist them in determining the long-range role of agriculture in that country.

Two recently published documents will have far reaching effects on the functions of AID and USDA in the area of development assistance. One, "United States Foreign Assistance in the 1970's: A New Approach," is a study prepared by Mr. Rudolph A. Peterson, President, Bank of America. The other is a Joint Report on "Improving Food Production and Distribution" made by the Secretary of Agriculture and the Administrator for the Agency for International Development.

The so-called "Peterson Report" recommends that funds for assistance be increased, that long-range funding of technical assistance be made possible, that multi-lateral aid be increased, that the debt burden of recipient countries be eased, that private U.S. investment in developing countries be encouraged, that "tied" assistance loans be eliminated, that special trade considerations be provided, that more emphasis be placed on agricultural and population control programs, and that military aid be separated from other development assistance programs.

The "Peterson Report" further recommends that the Agency for International Development be reorganized, with those functions dealing with military and security programs placed under the Department of State. In cases, however, where these foreign policy objectives are not present, international bodies would be created to administer financial and technical assistance programs. Lending would be administered through an international development bank, while other programs would be administered through an international assistance institute. An international assistance council would coordinate these activities.

The USDA-USAID Memorandum emphasized four general areas:

1. Cooperate in the expansion of worldwide research to assist developing countries.
2. Expand training opportunities by bringing students to the United States and by developing short courses in the various host countries.
3. Expand research in the characteristics and use of tropical soils and water conservation.
4. Help develop host country institutions, such as the ministries of agriculture, the extension service, etc.

In all of these activities, the Foreign Economic Development Service

coordinates the requirements of AID with the technicians within USDA who provide the expertise.

The principal effect of these recommendations, if adopted, would be a substantial reduction in the number of American technicians and employees serving in foreign countries. Grants would be provided the developing countries which in turn would use these funds to develop their own experts. In addition, international agencies would provide much of the technical assistance needed.

Comments:

Mulhern: Will new skills be needed with this change of emphasis in technical assistance?

West: We will need more social scientists, particularly in the field of economics. Our training programs, also, will involve more participants in the social sciences.

Trelogan: If the recommendations for increased funds and further technical assistance are adopted, will this not result in an increased need for technical experts?

West: There will be a larger number of technical experts, but these will be channeled through international organizations which will result in a decreased American presence. Experience will be important in this new phase. At the present time, it is difficult to place a new PhD degree holder overseas.

Johnson: What will be the role of the university in this new concept of technical assistance?

West: The universities will probably have a greater role, since they will be able to contract with host government institutions directly rather than through the Department of Agriculture, for example.

Glazener: Will the university's role be in the short-term, rather than the long-term?

West: Many of these countries have developed to a point where they no longer need people to staff a department in a college, rather they could use an exchange professor. There is less a need, for example, to have American extension agents throughout the country. Instead there is a need to have someone advise on the operation of the extension service which uses local trained extension agents.

RECOMMENDATION NO. VI

The Joint Committee recognizes that the trend in development assistance

in foreign countries is towards fewer resident technicians stationed abroad; more reliance on short-term experts; more participation of the host government in development decisions; a greater proportion of aid being funded through international organizations. It recommends that within the new direction of development assistance, the Department of Agriculture should still play an important role in agricultural development. The "Peterson Report," which will likely have an important influence on the new direction of development assistance, does not recognize the role of the Department of Agriculture in this endeavor. The Joint Committee recommends that the Department of Agriculture take an active role in insuring that it participates in the new organizations which may evolve from a reorganization of AID.

The Joint Committee further recommends that means be investigated by which young technicians may have the opportunity to work in foreign development assistance. This is especially important as the reduction of resident technicians means that more senior technicians will be required.

Joint Committee Members at Lunch

## VII. SUMMARY AND CONCLUSIONS

Concluding the formal meeting, Dr. Johnson and Mr. Barnes expressed appreciation to members of the Joint Committee and to resource people for their help and participation in the meeting.

## DOCUMENTS CITED

Reference was made to the following documents during discussions of the Joint Committee, May 6-7, 1970:

U.S. Department of Agriculture, Foreign Economic Development Service - Annual Summary 1969, n.d.

U.S. Department of Agriculture and U.S. Agency for International Development, Report to the President, February 19, 1970 - Improving Food Production and Distribution: Recommendations for American Assistance to Developing Countries, April 1970.

U.S. Department of Agriculture, Office of Personnel, Occupational Distribution of Full-Time Employees, October 1969.

## REMINDERS

The Fall 1970 meeting of the Joint Committee on Education for Government Service is scheduled in Washington, D. C., on November 8, 1970, at the annual convention of the National Association of State Universities and Land-Grant Colleges.

END